

# **CNG ENERGY SERVICES CORPORATION**

## **ORDER No. EA-144**

### **I. BACKGROUND**

Exports of electric energy from the United States to a foreign country are regulated and require authorization under Section 202(e) of the Federal Power Act (FPA) (16 U.S.C. §824a(e)).

On April 10, 1997, CNG Energy Services Corporation (CNG) applied to the Office of Fossil Energy (FE) of the Department of Energy (DOE) for authorization to transmit electric energy to Canada. CNG is a power marketer which has been authorized by the Federal Energy Regulatory Commission (FERC) to make sales of electric power at wholesale in interstate commerce at negotiated rates. CNG does not own or control any electric generating or transmission facilities, nor does it have a franchised service area.

CNG proposes to purchase surplus electric energy from electric utilities and other suppliers and to export this energy on its own behalf to Canada. The energy to be exported would be delivered to Canada over the international electric transmission facilities owned and operated by the following:

Basin Electric Power Cooperative	Maine Public Service Company
Bonneville Power Administration	Minnesota Power & Light Co.
Citizens Utilities Company	Minnkota Power Cooperative
The Detroit Edison Company	New York Power Authority
Eastern Maine Electric Cooperative	Niagara Mohawk Power Corp.
Joint Owners of the Highgate Project	Northern States Power Co.
Maine Electric Power Company	Vermont Electric Transmission Co.

Notice of this application appeared in the Federal Register on April 28, 1997, (62 FR 22912) requesting that comments, protests, and petitions to intervene be submitted to the DOE by May 28, 1997. One motion to intervene, comment, and request for a public hearing was received from Minnesota Power & Light Company (MP&L).

### **II. SUMMARY OF COMMENTS**

On May 27, 1997, MP&L filed comments and a request to intervene in this proceeding. MP&L claims it has an interest because CNG is proposing to use the MP&L international transmission facilities, and the transmission facilities of Minnkota Power Cooperative, of which it is a joint owner, to deliver exported energy to Canada.

MP&L's comments relate generally to the environmental impacts of the proposed exports and its affect on the availability and coordination of regional transmission facilities. MP&L also expressed uncertainty as to the Department's policy on open access of international transmission facilities. DOE believes that MP&L's concerns have been adequately addressed in previous orders granting export authorization to power marketers and as discussed below and no further proceedings are necessary at this time.

### **III. DISCUSSION and ANALYSIS**

The authority requested of DOE by CNG is a necessary condition for exporting under section 202(e) of the FPA. CNG must make the necessary commercial arrangements, including obtaining all necessary transmission access required to wheel the exported energy to the foreign purchaser, and obtain any and all other regulatory approvals which may be required in order to effect the export. In considering CNG's request for service, the transmitting utilities would have to assess the electric reliability impacts of moving the export through their system and, presumably, would only provide service under terms and conditions that would not cause reliability problems on their system.

An export authorization under section 202(e) does not impose on transmitting utilities a requirement to provide service. DOE expects transmitting utilities owning border facilities to provide access across the border in accordance with the principles of comparable open access and non-discrimination contained in the FPA and articulated in FERC Order Nos. 888 and 888-A (Promoting Wholesale Competition Through Open Access Non-Discriminatory Transmission Services by Public Utilities). The actual rates, terms and conditions of transmission service shall be consistent with the non-discrimination principles of the FPA and the transmitting utility's Open Access Transmission Tariff on file with the FERC.

All recipients of export authorizations, including owners of border facilities for which Presidential permits have been issued, are required by their export authorization to conduct operations in accordance with the principles of the FPA and pertinent rules, regulations and orders, which include the comparable open access provisions of FERC Order Nos. 888 and 888-A. FERC concluded that the cross-border electric trade ought to be subject to the same principles of comparable open-access and non-discrimination that apply to transmission in interstate commerce. (Order On Complaint issued October 4, 1996 (Docket EL96-74-000)). It further concluded that DOE, not FERC, had the authority, under the FPA and by the Executive Order authorizing Presidential permits in the public interest, to require such service over the domestic portion of the international lines up to and crossing the border. DOE agrees with these conclusions.

On October 29, 1996, the Secretary of Energy signed Delegation Order No. 0204-163, which delegated and assigned to the FERC authority to carry out such functions vested in the

Secretary to regulate access to, and the rates, terms and conditions for, transmission services over EPE facilities. This authority was delegated to FERC for the sole purpose of carrying out the Department's policy and, thus, authorized FERC to take any further actions that may be necessary to effectuate open access transmission over the United States portion of EPE's electric transmission lines. Notice and a copy of the Delegation Order were published in the Federal Register on November 1, 1996, at 61 FR 56525.

The Department's position is clear. International exports of electricity should be subject to the same principles of comparable open access and non-discrimination that apply to the domestic interstate transmission of electricity. Therefore, DOE expects owners of border facilities to comply with the above stated policy such that no further action by the Department will be required.

Before an electricity export authorization is granted, DOE must find that the proposed export will not impair the sufficiency of electric supply within the U.S. and that it will not impede the coordinated use of regional transmission facilities. DOE has always used a flexible approach in determining the information necessary to evaluate reliability impacts for specific export proposals. In determining reliability impact for exports by power marketers or other entities operating in a similar manner, DOE has used a combination of established industry guidelines, operating procedures and/or infrastructure, as well as technical studies supporting authorizations issued for traditional entities operating at the border. Allowing these existing technical studies to suffice in this docket is sound and, thus, DOE need not perform additional reliability assessments here, provided the maximum rate of transmission for all exports through a border system does not exceed the previously authorized limit of the system.

However, this approach is applicable only for exports by marketers over international transmission facilities for which export authorizations have been issued and for which reliability studies have been performed. Several of the international transmission lines over which CNG seeks export authority are owned and operated by the New York Power Authority (NYPA) and the Bonneville Power Administration (BPA).

As an instrumentality of the State of New York, NYPA is non-jurisdictional to section 202(e) of the FPA. Consequently, DOE never issued NYPA an export authorization or prepared a reliability assessment which could have been used to limit the instantaneous rate of transmission (power) for exports over NYPA's international transmission lines. Thus, in lieu of that, DOE is utilizing the information contained in the report entitled, "Load & Capacity Data, 1995 Report of the Member Electric Systems of the New York Power Pool." This report is prepared and filed with the New York Public Service Commission pursuant to section 6-106 of the Energy Law of New York State. It will be made part of the record in this proceeding and included in the public docket. Section IX of this report lists the transmission transfer capabilities between the New

York Power Pool (NYPP)<sup>1</sup> and surrounding electric systems, including Hydro-Quebec and Ontario Hydro. Since all of the major transmission interconnections between NYPP and Ontario Hydro are operated in parallel, it is appropriate to consider a single export power limit for this “electrically logical” grouping of lines. Accordingly, the transfer capability between NYPP and Ontario Hydro (as identified in Section IX of the above report) has been used (paragraph B(13) of this Order) to limit the instantaneous transmission rate for exports by CNG over all international transmission lines connecting the U.S. with Ontario Hydro. A separate limit (paragraph B(12) of this Order) has been assigned for exports over NYPA’s 765-kV tie with Hydro-Quebec because of the asynchronous nature of that interconnection.

As a Federal agency, BPA also is non-jurisdictional to section 202(e) of the FPA. Consequently, BPA was never issued an export authorization which DOE could have used to set power limits for exports by CNG over BPA’s international transmission ties with Canada. However, DOE has obtained information from BPA on the transmission limits assigned to the two 500-kV and the two 230-kV lines connecting the BPA system with British Columbia Hydro and West Kootenay Power for operation in the export mode. This information has been made a part of this Docket. It has been used by DOE in setting limits on the power to be exported by CNG over these two BPA international transmission lines (paragraph B(14) of this Order).

Several of the earliest export authorizations issued still contain limits on the total amount of energy that can be exported by the recipients of those authorizations. DOE recognizes the potential inequity of retaining energy limits on certain exporters while currently authorizing marketers, or other entities operating in a similar manner, to export unlimited amounts of energy. DOE will address this issue in a future proceeding. Until that proceeding is completed, exports by such entities will be constrained by the same energy limits contained in those early export authorizations. Furthermore, exports by power marketers or other entities operating in a similar manner will not reduce or be “charged against” those energy limits.

In its intervention, MP&L asserted a need to know the environmental impacts that the proposed export by CNG would have on its facilities. DOE notes that the instant authorization, as limited herein, simply authorizes a reallocation of the allowable export limits over the PP-78-1 and PP-61 facilities. As no increase in total exports over these facilities is authorized herein, the DOE has utilized a categorical exclusion in complying with its responsibility under the National Environmental Policy Act of 1969 (NEPA). The specific categorical exclusion, B4.2 (contained in Appendix B to Subpart D of DOE’s Guidelines for Implementing the Procedural provisions of NEPA, 10 C.F.R. 1021) is for export of electric energy as provided by Section 202(e) of the FPA over existing transmission systems or using transmission system changes that are themselves categorically excluded. Use of a categorical exclusion is appropriate when there are no

---

<sup>1</sup> New York Power Pool is an association of NYPA and the seven major investor-owned electric utilities in New York State. NYPP dispatches power throughout New York State on a single-system basis and coordinates the development and operation of its members’ production and transmission facilities.

extraordinary or unique circumstances related to the proposal that may significantly affect the environment and when the proposal is not connected to or a portion of a series of actions in which the cumulative series of actions may have potentially significant impacts.

### **III. FINDING and DECISION**

DOE has assessed the impact that the proposed export would have on the reliability of the U.S. electric power supply system. Based on the above discussion and analysis, DOE has determined that the export of electric energy to Canada as requested by CNG would not impair the sufficiency of electric power supply within the United States and would not impede or tend to impede the coordination in the public interest of facilities within the meaning of section 202(e) of the FPA.

DOE also has determined that this action is among those classes of actions not normally requiring preparation of an environmental assessment or an environmental impact statement and, therefore, is eligible for categorical exclusion under Appendix B to Subpart D, paragraph B4.2 of the revised DOE Regulations implementing NEPA. Specifically, this categorical exclusion is provided for transmission of electric energy using existing transmission systems. Documentation of the use of this categorical exclusion has been placed in this Docket.

MP&L's request to intervene is hereby granted. MP&L's request for a public hearing is denied.

### **IV. ORDER**

Based on the above finding, it is hereby ordered that CNG is authorized to export electric energy to Canada under the following terms and conditions:

(A) The electric energy exported by CNG pursuant to this Order may be delivered to Canada only over the following existing international transmission facilities for which assessments of the transmission limits for operation in the export mode have been made:

<u>Owner</u>	<u>Location</u>	<u>Voltage</u>	<u>Presidential Permit No.</u>
Basin Electric Power Coop.	Tioga, ND	230-kV	PP-64
BPA	Blaine, WA	2 - 500-kV	PP-10
	Nelway, WA	2 - 230-kV	PP-36 & PP-46

<u>Owner</u>	<u>Location</u>	<u>Voltage</u>	<u>Presidential Permit No.</u>
Citizens Utilities	Derby Line, VT	120-kV	PP-66
Detroit Edison	St. Clair, MI	345-kV	PP-38
	Maryville, MI	230-kV	PP-21
	Detroit, MI	230-kV	PP-21
	St. Clair, MI	345-kV	PP-58
Eastern Maine Elect. Coop.	Calais, ME	69-kV	PP-32
Joint Owners of Highgate Project	Highgate, VT	345-kV	PP-82
Maine Electric Power Co.	Houlton, ME	345-kV	PP-43
Maine Public Service Co.	Limestone, ME	69-kV	PP-12
	Fort Fairfield, ME	69-kV	PP-12
	Arostock County, ME	138-kV	PP-29
	Madawaska, ME	2 - 69-kV	PP-29
Minnesota Power	International Falls, MN	115-kV	PP-78
Minnkota Power	Roseau County, MN	230-kV	PP-61
New York Power Authority	Massena, NY	765-kV	PP-56
	Massena, NY	2-230-kV	PP-25
	Niagara Falls, NY	2-345-kV	PP-74
	Devils Hole, NY	230-kV	PP-30
Niagara Mohawk Power Corp.	Devils Hole, NY	230-kV	PP-31
Northern States Power	Red River, ND	230-kV	PP-45
	Roseau County, MN	500-kV	PP-63
Vermont Electric Transmission Co.	Norton, VT	450-kV DC	PP-76

(B) Exports authorized herein shall not cause a violation of the terms and conditions contained in existing electricity export authorizations associated with the international transmission facilities identified in paragraph (A) above. Specifically:

(1) Exports by CNG pursuant to this Order shall not cause the total exports on the facilities authorized by Presidential Permit PP-64 (issued to Basin Electric Power Coop.) to exceed an instantaneous transmission rate of 150 MW. The gross amount of energy which CNG may export over the PP-64 facilities shall not exceed 900,000 megawatt-hours (MWh) during any consecutive 12-month period.

(2) Exports by CNG pursuant to this Order shall not cause the total exports on the facilities authorized by Presidential Permit PP-66 (issued to Citizens Utilities) to exceed an instantaneous transmission rate of 50 megawatts (MW). The gross amount of energy which CNG may export over the PP-66 facilities shall not exceed 50,000 MWh annually.

(3) Exports by CNG pursuant to this Order shall not cause the total exports on a combination of the facilities authorized by Presidential Permits PP-21, PP-38, and PP-58 (issued to Detroit Edison) to exceed a coincident, instantaneous transmission rate of 2.2 billion volt-amperes (2,200 MVA). The gross amount of energy which CNG may export over the PP-21, PP-38, and PP-58 facilities shall not exceed 4,000,000 MWh annually.

(4) Exports by CNG made pursuant to this Order shall not cause the total exports on the facilities authorized by Presidential Permit PP-32 (issued to Eastern Maine Electric Coop.) to exceed an instantaneous transmission rate of 15 MW. The gross amount of energy which CNG may export over the PP-32 facilities shall not exceed 7,500 MWh annually.

(5) Exports by CNG made pursuant to this Order shall not cause the total exports on the facilities authorized by Presidential Permit PP-82 (issued to the Joint Owners of the Highgate Project) to exceed an instantaneous transmission rate of 200 MW nor cause a violation of the following security constrained export limits:

<u>Vermont Total Load (MW)</u>	<u>Security Constrained Maximum Export (MW)</u>
1000	0
900	40
800	90
700	125
600	150
500	170

(6) Exports by CNG made pursuant to this Order shall not cause the total exports on the facilities authorized by Presidential Permit PP-43 (issued to Maine Electric Power Company) to exceed an instantaneous transmission rate of 500 MW.

(7) Exports by CNG made pursuant to this Order shall not cause the total exports on the combination of facilities authorized by Presidential Permits PP-12 and PP-29 (issued to Maine Public Service Company) to exceed a coincident, instantaneous transmission rate of 9.8 MW. The gross amount of energy which CNG may export over a combination of the PP-12 and PP-29 facilities shall not exceed 40,000 MWh annually.

(8) Exports by CNG made pursuant to this Order shall not cause total exports on the facilities authorized by Presidential Permit PP-78-1 (issued to Minnesota Power and Light Company) to exceed an instantaneous transmission rate of 100 MW. Exports by CNG may cause total exports on the PP-78-1 facilities to exceed 100 MW only when total exports between the Mid-Continent Area Power Pool (MAPP) and Manitoba Hydro are below maximum transfer limits and/or whenever operating conditions within the MAPP system permit exports on the PP-78-1 facilities above the 100-MW level without violating established MAPP reliability criteria. However, under no circumstances shall exports by CNG cause total exports on the PP-78-1 facilities to exceed 150 MW.

(9) Exports by CNG made pursuant to this Order shall not cause the total exports on the facilities authorized by Presidential Permit PP-61 (issued to Minnkota Power) to exceed an instantaneous transmission rate of 350 MW. The gross amount of energy which CNG may export over the PP-61 facilities shall not exceed 3,000,000 MWh annually.

(10) Exports by CNG made pursuant to this Order shall not cause the total exports on the facilities authorized by Presidential Permit PP-63-4 (issued to Northern States Power) to exceed an instantaneous transmission rate of 500 MW.

(11) Exports by CNG made pursuant to this Order shall not cause a violation of the following conditions as they apply to exports over the  $\pm$  450-kV direct current transmission line authorized by Presidential Permit PP-76<sup>2</sup>, as amended by PP-76A:

## NEPOOL

---

<sup>2</sup>The Presidential permit for the facilities in PP-76 was issued to Vermont Electric Transmission Company, the electricity export authorization associated with the transmission line was issued in FE Order EA-76-C to New England Power Pool (NEPOOL).



<u>Exports Through</u>	<u>Load Condition</u>	<u>Export Limit</u>
Comerford converter	Summer, Heavy	650 MW
Comerford converter	Winter, Heavy	660 MW
Comerford converter	Summer, Light	690 MW
Comerford converter	Winter, Light	690 MW
Comerford & Sandy Pond converters	All	2,000 MW

(12) Exports by CNG made pursuant to this Order shall not cause the total exports on the facilities authorized by Presidential Permit PP-56 (issued to NYPA) to exceed an instantaneous transmission rate of 1000 MW.

(13) Exports by CNG made pursuant to this Order shall not cause the total exports on the facilities authorized by Presidential Permits PP-25, PP-30, PP-31 and PP-74 (issued to NYPA and Niagara Mohawk) to exceed a combined instantaneous transmission rate of 550 MW.

(14) Exports by CNG pursuant to this Order shall not cause total exports on the two 500-kV lines authorized by Presidential Permit PP-10, the 230-kV line authorized by Presidential Permit PP-36, and the 230 kV line authorized by Presidential Permit PP-46 (issued to BPA) to exceed the following limits:

<u>Condition</u>	<u>PP-36 &amp; PP-46 Limit</u>	<u>PP-10 Limit</u>	<u>Total Export Limit</u>
All lines in service	400 MW	1500 MW	1900 MW
1-500 kV line out	400 MW	300 MW	700 MW
2-500 kV lines out	400 MW	0 MW	400 MW
1-230 kV line out	400 MW	1500 MW	1900 MW
2-230 kV lines out	0 MW	1500 MW	1500 MW

(C) Amendment of the export authorizations from which the export limits contained in subparagraphs B(1) through B(11) were derived will result in a concomitant change to the export limits contained in those subparagraphs. Any request by CNG for change to the exports limits contained in subparagraphs B(12), B(13) and B(14) will be considered by DOE after submission by CNG of appropriate information demonstrating a change in the transmission transfer capability between NYPA and Ontario Hydro, NYPA and Hydro-Quebec, BPA and BC Hydro, or BPA and West Kootenay Power.

(D) CNG may commence exports only over those international transmission lines identified in paragraph (A) for which CNG provides DOE written evidence that sufficient transmission service

has been obtained for delivery of the exported energy to the border. This evidence can consist of signed letters of agreement for the service between CNG and each Presidential permit holder and should identify specific facilities by name and Presidential permit number.

(E) In scheduling the delivery of electricity exports to Canada, CNG shall comply with all reliability criteria, standards, and guides of the North American Electric Reliability Council and Regional Councils, on such terms as expressed therein, and as such criteria, standards, and guides may be amended from time to time.

(F) CNG shall conduct all operations pursuant to the authorization hereby granted in accordance with the provisions of the Federal Power Act and pertinent rules, regulations, and orders adopted or issued thereunder, including the comparable open access provisions of FERC Order No. 888.

(G) The authorization herein granted may be modified from time to time or terminated by further order of the DOE, but in no event shall such authorization extend beyond the date of termination or expiration of the Presidential permits referred to in paragraph (A).

(H) This authorization shall be without prejudice to the authority of any State or State regulatory commission for the exercise of any lawful authority vested in such State or State regulatory commission.

(I) CNG shall make and preserve full and complete records with respect to the electric energy exported to Canada. CNG shall furnish quarterly reports to the DOE, within 30 days following each calendar quarter, detailing for each month of the previous quarter: (1) the gross amount of electricity delivered, in kilowatt hours; (2) the consideration received for such energy; and (3) the maximum hourly rate of transmission, in kilowatts. Quarterly reports must be filed irrespective of current activity and whether or not deliveries of electric energy have been made. If no transactions have been made, a one-sentence report indicating "no activity" for the previous quarter is sufficient.

Reports shall be submitted to the U.S. Department of Energy, Office of Fossil Energy, FE-27, 1000 Independence Avenue, SW, Washington, D.C. 20585-0305. Properly identified quarterly reports will also be accepted via facsimile at (202) 287-5736 to meet time requirements, but original copies should still be filed at the above address.

(J) In accordance with 10 C.F.R. §205.305, this authorization is not transferable or assignable, except in the event of the involuntary transfer of this authority by operation of law. Provided written notice of the involuntary transfer is given DOE within 30 days, this authorization shall continue in effect temporarily. This continuance also is contingent on the filing of an application for permanent authorization within 60 days of the involuntary transfer and the authorization shall then remain effective until a decision is made on the new application. In the event of a proposed voluntary transfer of this authority to export electricity, the transferee and the transferor shall file

jointly an application for a new export authorization, together with a statement of reasons for the transfer.

(K) Exports authorized herein shall be reduced or suspended, as appropriate, whenever a continuation of those exports would impair or tend to impair the reliability of the U.S. electric power supply system.

(L) This authorization shall be effective for a period of two years from the date of this Order. Within six months prior to the expiration of this authorization, CNG may reapply for renewal of this two-year authorization or request a period of time longer than the two-year period.

Issued in Washington, D.C., on August 13, 1997.

Anthony J. Como  
Manager, Electric Power Regulation  
Office of Coal & Power Im/Ex  
Office of Coal & Power Systems  
Office of Fossil Energy